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ABSTRACT

Recommendations of the Utah Education Reform Steering Committee are presented in this report. First, the recommendations are briefly summarized and challenges facing the State's provision of education are outlined. Next, specific recommendations are made in the following areas: elementary and secondary education; higher education; and facilities, growth, and productivity. The cost of the recommendations is then summarized and State revenue measures are suggested. Specific recommendations are then presented for legislative and policy changes at the State and local levels. In general, the reforms proposed in the report call for increased government spending in education and improvements in the quality of instruction offered to the public. Emphasis is placed on reducing costs per student while maintaining achievement standards, and on improving teachers' career development and compensation. A list of the members of the committee concludes the report. (KH)

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Education in Utah: A Call to Action

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BEST COPY AVAILABLE

To the Citizens of Utah:

The hour of opportunity is upon us. In the next few months we shall change the course of education in Utah. We shall answer the challenges in "A Nation at Risk" and we shall enhance the future of education in our state. We shall assure that all Utahns will have the opportunities for growth and development to which they are entitled and to which we are all dedicated.

We all understand that over the years there has been a deterioration in the quality of education. Our children, and the Nation, have been the losers.

In cooperation with Legislative leadership, the Governor organized the Utah Education Reform Steering Committee to develop and propose a plan for education in Utah. Our report calls for action by the Legislature, the State Board of Education, the State Board of Regents, local school districts, and all who play a role in the formulation and implementation of policy and programs for education in Utah.

Committees and commissions have met. Reports are in. Recommendations have been made. It is now time for action.

To meet Utah's double challenge of rapid growth and quality enhancement, we must:

- increase the allocation of financial resources to education in this state.
- demand reforms in many aspects of education.
- increase the productivity of each dollar committed to education.

Our recommendations are based in part on the work of other commissions, committees and organizations. They represent the concerns and opinions of the citizens of this state as reflected in our statewide poll taken in August of 1983.

Clearly, no list of recommendations will be complete. Every positive step taken by parents, students, teachers, administrators and others in leadership positions will further enhance the future of education. However, we must begin. We believe that our recommendations serve as the initial steps to enhance education in Utah for generations to come.

We ask all Utahns to support this program.

Members of
Utah Education Reform Committee

I. Recommendations in Brief

The Committee's recommendations are summarized here in brief. The full text of each recommendation appears in the body of this report on the page indicated. Recommendations requiring additional funds are priced in Section VI on page 30.

I. PUBLIC EDUCATION

A. Teachers

1. **Career Development and Compensation:** Create four career levels for teachers—Teacher, Professional Teacher, Senior Teacher, and Leader Teacher. As teachers advance in their careers, assign them additional responsibilities for such things as developing curriculum, helping slower and gifted students, and guiding beginning teachers. Pay teachers primarily according to their performance, as well as education and responsibilities. (pp. 10–15)

2. **Extension of Contract Year:**
   a) Extend all contracts to 192 days. Use the additional days for tasks such as training, professional meetings, and preparation which ordinarily cut down instructional time during the school year.

b) Choose teachers in each district for full year contracts to meet particular local needs. (p. 15)

3. **Implementation of Career Development, Pay, and Extended Year Recommendations:** Follow specified procedures to implement recommendations on career development, pay, and extended year. (pp. 15–17)

4. **Teacher Education:** Reform teacher education, stressing cooperation of public and higher education, practice teaching, and preparation of teachers in the subjects they will teach. (p. 17)

5. **Career Teaching Scholarships:** Increase the number of authorized scholarships by 200 to 565 and fully fund that number. Reform the recruitment, award, and administration of these scholarships. (pp. 17–18)

B. Principals

1. **Administrative Training:** Establish a flexible two to three year program for professional development of school administrators. (p. 19)

C. Curriculum

1. **Basic Academic Subjects:** Adopt curriculum guidelines that stress academic basics such as English, mathematics, science, history, and social studies. (p. 19)

2. **Vocational-technical Education:**

a) Make vocational-technical education integral to the high school curriculum, and make curriculum offerings in high technology, advanced vocational, and job-entry programs available to students who master the core academic program. (p. 20)

b) Emphasize vocational education programs that prepare students for specific, available jobs. (p. 20)

c) Recognize the importance of, and assure adequate funding for, prevocational, industrial arts, and career education programs. (p. 20)

d) Complete development of the Master Plan for Vocational Education to assure the efficient interrelation of all publicly-supported vocational programs. (p. 20)

e) Increase the funding of the Emergency Jobs Training Program from $300,000 to $1,000,000 a year and change the name to Custom Fit Training. (p. 20)

3. **Extracurricular Activities:**
Make extracurricular activities clearly secondary to the academic program. (p. 21)

4. **Better Use of Instructional Time:**
Modify school and classroom practices to relieve teachers of housekeeping tasks which intrude on teaching time. (p. 21)

D. Student Competency

1. **Demonstrated Achievement:**
Require demonstrated satisfactory achievement in statewide competency tests for advancement. (p. 22)

2. **Remedial Work:**
   a) Require remedial work, without charge for tuition, for all elementary and secondary students who fail to show satisfactory achievement. (p. 22)

   b) Offer remedial work for post-secondary students by colleges and universities at full instructional cost and by other post-secondary institutions at their authorized tuition rates. (p. 22)

3. **Discipline:**
Develop school district policies and alternative educational programs so that severely and repeatedly disruptive students can be removed from the classroom until they no longer interfere with the education of others. (p. 22)

II. HIGHER EDUCATION

A. Competitive Salaries:
Adjust higher education salaries to reverse the loss of faculty, staff, technicians and administrators. (p. 25)

B. Tuition:
Adjust and thereafter maintain resident tuition and fees at 1/4 to 1/3 of full instructional costs and non-resident tuition and fees at a major part of these costs. (p. 26)

C. Student Loan Program:
Maintain a strong student loan program and confirm by legislation the authority of the State Board of Regents to manage the program efficiently. (p. 26)

D. Exclusion of Unprepared or Unfunded Students:
Admit only students who are prepared academically and for whom a quality education can be provided with the funds available. (p. 26)

III. FACILITIES, GROWTH, AND PRODUCTIVITY

A. Productivity in Public Schools:
Support experimental programs for increased productivity as a means for generating a significant proportion of the funds needed for increased compensation for teachers and other program improvements. (p. 28)

B. Productivity Measures at Colleges and Universities:
Develop specific actions by higher education institutions to increase productivity, such as lower cost instruction using electronic media and instructional technology, elimination of certain high-cost programs, and selective increases in teaching loads. (p. 28)

C. Shared Use of Facilities:
Increase substantially the shared use of facilities by public schools and state colleges and universities. (p. 29)

D. Critical School Building Funds:
Require, with approval of the Legislature, an acceptable productivity enhancement program as a condition for receipt of Critical School Building Funds. (p. 29)

E. Educational Technology:
Encourage, with support of the Legislature and private enterprise, the continuing development of modern educational technology, equipment, and facilities. (p. 29)

II. The Challenges & Utah's Response

Utah faces five challenges in education:

1. To provide the rapidly growing numbers of students in primary, secondary, and post-secondary schools an education of high quality that will prepare them to be productive, thoughtful, fully participating citizens of a democratic society.

2. To improve the quality of instruction in public and higher education by giving tangible recognition to teaching as a worthy full-time profession, increasing the attractiveness of careers in teaching, strengthening the preparation and professional development of teachers, raising the compensation level of all teachers, and providing additional pay and advancement opportunities for teachers who demonstrate superior performance.

To improve the quality of instruction in public and higher education by giving tangible recognition to teaching as a worthy full-time profession.

3. To increase productivity in education by reducing the costs per student while maintaining or raising standards of achievement and by making more efficient, effective use of all educational facilities and resources.

4. To recognize that education should accommodate the diverse needs of learners of all ages, aims, and abilities for personal and career growth and development.

5. To increase the public's readiness to invest their money, their concern, and their time in education.

Rather than redescribe problems and discuss alternative solutions, the Committee proposes a series of actions to meet these challenges.

We note at the outset that neither the nation's nor Utah's schools and colleges exist in isolation from other institutions and problems in our society. No amount of added money invested in education, for instance, can fully compensate for failing parents or deficient homes. Yet, we know of no better place to invest public funds than in quality education. It is an investment in our children and in our nation's future.

Utah's schools and colleges face the dual challenge of accommodating rapidly growing enrollments and raising standards of performance. There are no easy solutions. Every solution will require genuine sacrifice. Utah's pupil population, alone, demands immediate attention. With enrollments growing by at least 18,000 students per year, kindergarten through the twelfth grade, our student-to-teacher ratio, already the highest in the nation, will be pushed to new limits.[1]

This growth in student population is surging into our colleges and universities, where the State Board of Regents estimates enrollments could rise from the current 65,000 to more than 90,000 by 1990. Utah will not have met the challenge fully if we improve primary and secondary education but are unable to admit qualified high school graduates to state colleges, universities, and vocational-technical institutions.

Utah will not have met the challenge fully if we improve primary and secondary education but are unable to admit qualified high school graduates to state colleges, universities, and vocational-technical institutions.

Utah also faces extremely stiff competition from other states and from foreign nations for the new and expanding industries which are needed to furnish jobs for our growing population. Average academic preparation will not be adequate. Hard decisions must be made now concerning such matters as the tax burden, maintenance of a favorable business climate, and whether to invest in brick and mortar or in teachers.

Taxpayers are entitled to require of educators improvements and assurances that public funds will be used well and with a clear and shared sense of priorities. Utahns already pay a greater percentage of their personal income

for primary and secondary education than do the taxpayers of most other states. By many measures, however, our expenditure per pupil is among the lowest in the country.[2]

We can assure the Governor, the Legislature, and the public that Utahns' traditional belief in the importance of public education is largely intact. In a state whose pioneer founders established a university almost before the sagebrush had fully been cleared, there is no lack of fundamental commitment.

Yet where *should* we be? The quality of education has declined both in the nation and in Utah. When quality disappears, it does so subtly and quietly; the erosion is not dramatic. Once quality is gone, however, it is difficult or impossible to recapture. Failure to reverse this decline will endanger the quality of life and the economic well-being of both present and future generations of Utahns. We must not permit this to happen.

In a state whose pioneer founders established a university almost before the sagebrush had fully been cleared, there is no lack of fundamental commitment.

The members of the committee are not strangers to the challenges we have addressed. The diverse backgrounds of the bipartisan Education Reform Steering Committee include experience in school and university classrooms, in the legislative halls, and in the business world. Although diverse, we are unanimous in our recommendations.

III. Elementary and Secondary Education

A. TEACHERS

Few people have such direct impact on the lives of others as do teachers. We should attract more of our most capable people to careers in teaching and retain them. In 1983, the average annual beginning salary in Utah for non-teaching graduates with bachelor's degrees, as reported to the Placement Center at the University of Utah, was $18,468. In the same year the average beginning salary for Utah teachers with a bachelor's degree was $13,712.[3] Summer employment for teachers rarely makes up for the missing months of professional pay. Furthermore, teachers make far less in career earnings than most other professionals with comparable training and experience. Moreover, the very best teachers receive no more pay than other teachers with the same level of experience and training.

The recommendations on teacher career development and compensation are the key recommendations of the committee. If Utah is to change the direction of education, it is critical that the wage contract schedules currently in use be modified to designate career levels for teachers and reward teachers for superior performance. Evaluation must be regular, consistent, and fair. We have proposed similar action for principals and supervisors as well. It is imperative that payment for educational services in Utah be increasingly based on performance and achievement, as well as

training and experience, and that education be viewed as a full-time professional occupation.

In each of the next ten years we will need approximately 2,300 additional teachers. During the past ten years, however, the number of teachers certified annually by teacher training institutions in Utah declined from 2,620 in 1974 to 1,941 in 1983.[4] Since traditionally only 43 percent of those certified teach in Utah, that would yield 835 new teachers for Utah this year. Even more disturbing, however, is that new teachers are increasingly being drawn from the lower academic ranks of their college and university classes. As the attractiveness of the teaching profession improves, admission standards must also be raised by colleges of education if we are to attract capable students and supply qualified teachers to the public schools.

It is critical that the wage contract schedules currently in use be modified to designate career levels for teachers and reward teachers for superior performance.

RECOMMENDATIONS

1. Career Development and Compensation

The State Board of Education should develop guidelines which provide for a teachers' career ladder with four levels. Such a plan would include a Teacher Certificate valid for the first three years, a Professional Teacher Certificate, a Senior Teacher Certificate, and a Leader Teacher Certificate. If a district implemented these guidelines, it would be eligible to receive additional state funds to support a career ladder compensation program. Under this program:

a) **Teacher Certificate:** The State Board would award a Teacher Certificate, valid for three years, on the basis of criteria similar to those currently used for a new teacher: degree from an approved teacher education program or equivalent courses and student teaching experience or successful completion of the National Teachers Examination.

Additional training and supervision would be given a teacher during the first three years of employment. This phase of teacher development would include:

1. Systematic supervision by a practicing Senior or Leader Teacher and the principal to help the teacher further develop and refine the skills of effective teaching.

2. Systematic assessment of the teacher skills at the end of each of the first two years. The assessment should be conducted by a team organized by the school district.

   Based on this assessment, a school district would either recommend to the State Office of Education that the teacher be granted a Professional Certificate or that the teacher would seek to remedy certain specified deficiencies during the third year.

3. At the end of the third year, the final assessment would be conducted by a team organized by the district.

   If, at that point, the teacher were not recommended for a Professional Certificate, the Teacher Certificate would lapse and his or her contract with the district would be terminated. No district would be allowed to re-hire a teacher whose contract it had terminated at the end of the third candidate year. Teachers whose Teacher Certificates lapse would be allowed to apply for and receive a subsequent Teacher Certificate, which notes the lapsing of the prior one, and would be eligible to apply for employment in another district.

   The suggested base salary for a beginning teacher on a full year contract would range from $20,000 to $22,000 based upon level of education and performance. The corresponding salary for a beginning teacher on a 192 day contract would range from $16,000 to $17,855.

Even more disturbing, however, is that new teachers are increasingly being drawn from the lower academic ranks of their college and university classes.

b) **Professional Teacher Certificate:** Teachers holding a Professional Certificate would be primarily en-

gaged in classroom instruction. They might also supervise and assist student teachers assigned to the school.

Increases in the pay for a Professional Teacher would be based primarily on performance and evaluation of knowledge of subject matter, student achievement, and classroom management techniques. Experience, level of education, and assumption of extra responsibilities would also be considered. The Professional Teacher would be responsible for preparing a portfolio demonstrating his or her strengths in each evaluation category for review in a manner determined by the district.

We know of no better place to invest public funds than in quality education.

The suggested base salary for a Professional Teacher for a full year contract would range from $22,500 to $32,000 based upon education and performance. The corresponding salary for a Professional Teacher on a 192 day contract would range from $18,000 to $25,600.

c) **Senior Teacher Certificate:** The Senior Teacher is an exceptional classroom practitioner who is capable of assuming additional responsibilities such as curriculum development, serving as a department chairperson, or supervising beginning teachers. Progressing from a Professional to a Senior Teacher would require at least three years of service as a Professional Teacher and a thorough review of performance, using a mix of evaluation measures described under Professional Teacher.

Applicants for Senior Teacher status would provide their Professional Teacher portfolio demonstrating strengths in each evaluation category for review by a team of evaluators organized by the district. The Senior Teachers Certificate would be issued for a period of five years and would be renewable for subsequent periods, based on demonstration of continuing successful performance.

The suggested base salary for a Senior Teacher on

a full year contract would range from $28,000 to $39,000 based upon level of education and performance. The corresponding salary of a Senior Teacher on a 192 day contract would range from $22,400 to $31,200.

d) **Leader Teacher Certificate:** The Leader Teacher would be recognized as being an outstanding classroom practitioner and having demonstrated skill in supervising, evaluating, and improving the professional performance of beginning, Professional, and Senior Teachers.

Utah's schools and colleges face the dual challenge of accommodating rapidly growing enrollments and raising standards of performance.

Progressing from a Senior to a Leader Teacher would require at least five years of service as a Senior Teacher and a thorough review of performance based on the mix of evaluation measures described under Professional Teacher. The Leader Teacher candidate would present a portfolio demonstrating his or her strengths for review by an evaluation team organized by the district.

The Leader Teacher Certificate should be valid for a period of five years and be renewable for subsequent periods, based on continuing demonstration of successful performance. Because the responsibilities assigned to Leader Teachers can necessarily be divided among only a limited number of teachers in each school or district, there will be relatively few Leader Teachers. The distribution of Leader Teachers among schools of various types and sizes will be a matter for the local school district to decide. The number of Leader Teachers funded from state appropriations, however, should not exceed 10 percent of the teaching force in a district. Additional Leader Teacher positions may be provided from local funds.

The suggested base salary for a Leader Teacher on a full year contract would range from $31,200 to $43,600 based on level of education and performance. The corresponding salary of a Leader

Teacher on a 192 day contract would range from $25,000 to $34,900.

2. **Length of Contract Year**

   a) Additional days should be added to the contracts of all teachers, to be used prior to and after the instructional year for development of curricula, in-service training, state-wide teacher meetings, and administrative matters such as grading which would otherwise interrupt the school calendar. The Committee recommends a standard contract year of 192 days.

   b) Contract arrangements for teachers should recognize that, for a growing number of educators, education is a full-time occupation and that, as enrollments increase, a growing number of districts may be expected to conduct school year round. Contracts might be let for any number of days as a fraction of the base (full year) salary. In each of the next four years, some of the teachers in each district should be chosen to receive additional responsibilities which would increase their contract to a full year. Teachers could be chosen from all levels of the career ladder to meet the schools' particular needs. The additional responsibilities of teachers brought into this program might include teaching in summer school, offering courses for gifted or remedial students, conducting professional development programs for other teachers, or developing curricula.

To increase productivity in education by reducing the costs per student while maintaining or raising standards of achievement.

3. **Implementation of Career Ladder and Lengthened Year**

   In order to implement the Committee's recommendations, the following procedures are proposed:

   a) In addition to any increase provided by the Legislature in the WPU guarantee, contracts for all teachers should be increased to at least 192 days with not less than 180 days of actual instruction.

   b) All districts should develop teacher salary schedules for 1984–85 within the recommended salary ranges and with the four levels of the career ladder.

c) Salaries for new teachers should be at the first step of the beginning level. All current teachers who receive a contract to teach for 1984–85 should be placed on the new salary schedule at the step nearest their current salary except that no teacher will receive a salary reduction. Teachers with up to two years of experience should be placed on the appropriate step of the beginning level (2nd or 3rd step) and should move automatically their fourth year to the first step of the Professional level retaining their Teacher's Certificate. Teachers with four or more years of experience should be placed on either the Professional level or the Senior teacher level according to where their salary fits, retaining their Teacher's or Professional Certificate.

d) After passage of legislation incorporating these recommendations, any teacher at the Professional or Senior salary level with at least 5 years of teaching experience may make application for a Senior Teacher Certificate under the recommended criteria.

Taxpayers are entitled to require of educators improvements and assurances that public funds will be used well and with a clear and shared sense of priorities.

Furthermore, any teacher at the Professional or Senior salary level with at least 10 years of teaching experience may make application for a Leader Teachers Certificate under the recommended criteria. Because of funding limitations, it is suggested that half the proposed Leader Teachers be funded in 1984–85 and the rest be selected and funded in 1985–86.

e) In order to encourage performance evalution and to avoid continuation of the current system of annual increments, the Legislature should limit the number of employees who can receive step increases on the new salary schedules.

f) In preparation for the 1984 Legislative session, the State Superintendent should immediately organize an implementation committee made up of selected staff members and district superintendents who will prepare amendments to the school finance laws

which will incorporate these recommendations regarding teacher careers and compensation.

4. Teacher Education

The Board of Regents, the State Board of Education, colleges and schools of education, and academic departments should reform their methods, procedures, and curriculum for educating teachers and administrators. Reforms should include increased cooperation and coordination with school districts in student teaching and in evaluation of prospective teachers. That cooperative relationship should be extended to support the professional development of newly employed teachers. The academic preparation of teachers should be substantially improved, especially in subjects they will teach. Other college and university departments should be more active partners with the departments of education in the preparation of teachers. Practice teaching should be given heavier emphasis.

Neither the nation's nor Utah's schools and colleges exist in isolation from other institutions and problems in our society.

5. Career Teaching Scholarships

a) The Legislature should provide additional funding for a revised program of state teaching scholarships in order to attract at least 200 more of our best college and university students into teaching careers. The State Normal Scholarship Program in Utah should be revised and renamed the Utah Career Teaching Scholarship Program. Teaching scholarships should be available to high school seniors, undergraduates, graduate students in selected areas of teaching shortages, and practicing teachers. Scholarships should be attractive and competitively awarded on merit. Provision should also be made to award a portion of the scholarships to recruit and prepare teachers in areas of particular need such as mathematics and science. Similarly, as an inducement for new teachers, the state might provide funds to repay up to $1,000 a year in student loans for new teachers of subjects in particular demand.

b) The cost of these scholarships should be appropriated to the State Board of Education for award to the successful applicants and should be available in the form of full credit for tuition and fees charged by the institution of the student's choice. This amount would then be paid by the State Board to the chosen institution from the appropriated sum. The state teaching scholarships should be available only to students who sign a written commitment to pursue a course of study leading to a teaching certificate, and only so long as they continue to prepare for a teaching career. A student recipient who, before completion, changes to a non-teaching program of study should be denied further scholarship support and should be required to repay all assistance previously received under the program.

c) At the present time, 365 teaching scholarships are authorized by law annually but are only partially funded. Preliminary estimates indicate that fully funding these scholarships and increasing the number by 200, for a total of 565 scholarships, would cost an additional $326,000 above current levels.

d) Private groups should be encouraged to further enhance the attractiveness of teaching by arranging and awarding scholarships to reward excellence in teaching and to encourage the most capable students to choose teaching careers. The Legislature should provide tax incentives for such scholarships.

No one so directly affects school performance and the quality and satisfactions of a teacher's professional life as does the principal.

B. PRINCIPALS

Just as few people have so direct an impact on the lives of others as do teachers, no one so directly affects school performance and the quality and satisfactions of a teacher's professional life as does the principal. The principal must be a leader who is able to participate knowledgeably in designing curriculum and student assessment, promote the professional development of the teaching staff, deal with parents and other members of the public, and manage support and

business staff. Being a superior teacher should be prerequisite to becoming a principal but is not in itself adequate preparation. The training and preparation of school administrators should be comparable to those of managers of other service organizations in the public and private sectors.

RECOMMENDATIONS

1. Administrative Training

All administrators should participate in a flexible two or three year program designed specifically by the State Board of Education to improve administrators' capabilities in such areas as staff development, increasing the productivity of teachers, making better use of school plant and facilities, and exercising better control of operating costs. School districts should implement career ladders and pay plans for administrators and require formal evaluations of performance.

C. CURRICULUM

There appears to be a consensus among Utah educators and the general public that the balance in the public schools between basic academic course work and extracurricular programs, athletics, and social activities has tipped much too far toward the latter. Too many students are inadequately prepared either for immediate employment or for further study.

Too many students are inadequately prepared either for immediate employment or for further study.

RECOMMENDATIONS

1. Basic Academic Subjects

The State Board of Education should adopt a curriculum philosophy which places greater emphasis on the basics of reading, writing, mathematics, literature, science (including computer science), history and social studies. Local school districts, assisted by the State Office of Education, should prepare strategies for implementation of curriculum reforms.

2. Vocational-technical Education

a) Vocational-technical education, including job entry skills, should be an integral part of the secondary curriculum. The State Board of Education should adopt a model high school curriculum which would allow students who have mastered a core academic curriculum to choose high technology, advanced vocational, and job entry programs of study as part of their Student Educational Plan.

Greater emphasis on the basics of reading, writing, mathematics, literature, science (including computer science), history, and social studies.

b) Vocational education programs should prepare students for specific, available jobs. These programs should meet a standard in which placement is heavily weighted. Funding for vocational education should adequately reflect the higher per-student costs of these programs.

c) Prevocational, industrial arts, and career education courses expose students to a range of possible careers or teach basic, general skills. They should be recognized as meeting a valid need and be adequately funded without being required to meet a placement standard.

d) The Master Plan for Vocational Education, which is being developed jointly by the Board of Education and the Board of Regents, should seek to eliminate unnecessary duplication of vocational programs by making specific vocational education role assignments to the secondary schools, area vocational centers, and institutions of higher education. Procedures should also be established to assure the periodic review and updating of these role assignments through the Liaison Committee of the Board of Education and Board of Regents.

e) State funding of the Emergency Jobs Training Program should be increased from $300,000 to $1,000,000 annually to meet more adequately the needs of citizens and employers for custom-designed training. This fund allows state vocational-technical

institutions to respond promptly to opportunities that arise on short notice to train people to fill new jobs. State funding should be replenished every year and should be non-lapsing. The program should be retitled Custom-Fit Training to describe its objectives more accurately.

3. Extracurricular activities

Extracurricular activities are secondary to the main purpose of the schools and should not be allowed to intrude upon that purpose.

School districts should adopt policies which clearly establish that extracurricular activities are secondary to the main purpose of the schools and should not be allowed to intrude upon that purpose. School district policies governing teaching assignments, student participation, and the use of school time, facilities, and resources should reflect this premise.

4. Better Use of Instructional Time

The State Board of Education, local school boards, and individual schools should develop classroom practices that increase the proportion of class time devoted to instruction which actively engages students in learning. Such measures as use of classroom aides, automation of information systems, and performing class housekeeping chores before or after the instructional day or year should be considered.

D. STUDENT COMPETENCY

The Report of the National Commission on Excellence listed several "indicators of risk." In comparing those indicators with the achievement of Utah students in public education, we find that students in both Utah and the nation have shown long-term declines on college entrance tests which measure higher level skills. We need to monitor progress more closely and to know earlier in the school experience which students require special attention.

Students in both Utah and the nation have shown long-term declines on college entrance tests which measure higher level skills.

RECOMMENDATIONS

1. Demonstrated Achievement

School districts should adopt policies requiring demonstrated satisfactory achievement in curricular requirements approved by the State Board of Education for advancement from one grade to the next. A uniform system of annual statewide competency tests should be employed for this purpose. Advancement and receipt of the high school diploma should require satisfactory performance, as determined by the State Board of Education, on standardized tests and other criteria developed by the school districts. This recommendation should be accomplished without additional funding.

2. Remedial Work

a) To qualify for advancement, elementary and secondary students who fail to demonstrate satisfactory achievement should be required to enroll, without tuition, for remedial work during the summer or during the regular school year until their deficiencies have been made up.

b) Remedial work for post-secondary students may be offered by community colleges, area vocational centers, skill centers, and community schools at their approved tuition rate and as appropriate to their curriculum. Remedial work may also be offered by the four-year colleges and universities at full instructional cost to the students, without credit, and not as part of the regular curriculum.

Severely and repeatedly disruptive students may be removed from regular classrooms until their behavior no longer interferes with the education of other students.

3. Discipline

School districts should develop policies and alternative educational programs so that severely and repeatedly disruptive students may be removed from regular classrooms until their behavior no longer interferes with the education of other students. The Legislature should clarify the rights and duties of the schools acting "in place of the parent" in order to strengthen disciplinary policies.

IV. Higher Education

The challenges to Utah's state-supported colleges and universities are just as serious as those to elementary and secondary education, although they are often less well understood. The State Board of Regents estimates the number of students in the state-supported colleges and universities could grow from the present level of 65,000 to more than 90,000 by 1990. The number of "headcount" students, moreover, has recently increased more than the number of "full-time equivalent" (FTE) students. This means that Utah students are taking longer to complete their education. A major reason is that many students must work part-time to pay for their education. This is a burden to the students and also increases costs to the state.

In the last four years alone, nearly 10,000 additional students were admitted to Utah's nine state-supported colleges and universities without equivalent increases in state funding. The State Board of Regents reports that while enrollments were growing by 20%, educational expenditures per student actually declined by 14% when inflation is taken into account. By reallocating budgets and deferring expenditures, higher education has achieved significant gains in productivity, but at the price of deteriorating salaries, instructional equipment, libraries, and physical plant. While production of credit hours has increased, the quality of education has declined and can be expected to decline further unless present trends are changed.

In the last four years alone, nearly 10,000 additional students were admitted to Utah's nine state-supported colleges and universities without equivalent increases in state funding.

Yet, ninety percent of Utah parents want their children to pursue education beyond the twelfth grade. Seventy percent of the high school graduates themselves plan to go on to a college or university.[5] The private institutions of higher learning in Utah, Brigham Young University and Westminster College, cannot be expected to handle the enrollment surge. BYU's enrollment has been fixed at 26,000 students, of which Utah citizens comprise 7,800 and Westminster presently enrolls only 1,200 students.[6]

In sum, legislative appropriations for higher education have not kept pace with the aspirations of Utah parents and students. Added state funding will be needed or severe—not mild—enrollment limitations will be needed. The Regents estimate that by the fall of 1984 we may be unable to admit as many as 5 percent of those wishing to attend. Many students already find it difficult to enroll in their desired and needed classes. We must weigh the impact of this funding shortfall on our economy and quality of life of our citizens.

Higher education's role is vital in providing scientific, engineering, and managerial talent to support and increase the number of high technology industries which will broaden and deepen Utah's tax base. Already far too many of the better new jobs in Utah are going to non-Utahns because, in spite of Utah's large labor pool, many of our citizens lack the necessary skills and technical knowledge.

Many Utahns have excellent skills which have become obsolete and talents which have not been developed for today's employment needs. We need to expand programs for both retraining of displaced workers and preparation for basic entry-level jobs. Recognizing that the future of the state depends upon developing new business and industry, we cannot overlook our present failure to graduate enough students qualified to meet replacement and expansion needs.

The most pressing issue facing higher education in Utah is that we are presently losing some of our best and brightest faculty members.

The most pressing issue facing higher education in Utah is that we are presently losing some of our best and brightest faculty members. This loss is felt in the quality of teaching and in the loss of research grants and contracts. The Board of Regents estimates that the Utah system of higher education now brings approximately $100 million

dollars into the state for research, training, and other purposes, 16 percent of which reimburses the State for expenditures made in carrying out these grants and contracts. But just as important, both conventional aand high technology industries depend upon the interaction with the faculty in the state-supported colleges and universities. The continued loss of talented men and women from the state system of higher education will severely impact not only the flow of dollars into the state, but also its tax base.

High technology industries depend upon the interaction with the faculty in the state-supported colleges and universities.

Total tuition and fee revenues in the Utah system of Higher Education presently cover approximately 36 percent of direct instructional costs and about 20 percent of total expenditures for education and general operations as reported by the State Board of Regents. While tuition should keep pace with inflation, many fully qualified Utah students may be unable to afford higher education, in the absence of increased financial aid programs, if tuition and fees are increased too sharply. Excessive tuition rates could be an especially difficult burden upon large Utah families who often have more than one dependent in college simultaneously. On the other hand, students and their families should contribute a fair share of the costs of advanced education.

Excessive tuition rates could be an especially difficult burden upon large Utah families.

RECOMMENDATIONS*

A. Competitive Salaries

A significant adjustment in salaries of faculty and support staff of Utah's colleges and universities should be funded by the 1984 Legislature to reverse the loss of many of the best qualified faculty members, technicians, and administrators. Preliminary estimates by the State Board of Regents indicate this would require as much as $17,000,000, in addition to normal inflationary adjustments.

*Recommendations for reform of teacher education appear under Public Education, (pp. 17–18)

B. Tuition

We recommend that the Board of Regents develop a tuition policy under which resident tuition and fees would be gradually adjusted to and then maintained at a level which represents a fair and reasonable share (perhaps in the range of one-fourth to one-third) of full instructional costs (i.e., direct costs plus an appropriate share of general support costs), subject to appropriate differences between institutions of differing size, role, and mission. Nonresident tuition and fees should normally be set at levels that will generate the major part of full instructional costs.

C. Student Loan Program: A strong student loan program must be maintained to assist those thousands of students who need loans. The authority of the State Board of Regents to provide for the efficient management of such efforts by contracting with independent servicing agencies should be confirmed by legislation.

D. Exclusion of Unprepared or Unfunded Students
Students who are unprepared academically should not be admitted to institutions in the State System of Higher Education. In addition, enrollments should be limited to the number of students for whom a quality education can be provided with the funds appropriated by the state legislature.

V. Facilities, Growth & Productivity

The extraordinary rate of growth in Utah's public school enrollments, if continued over the next 15 years, will require a tremendous increased investment in school buildings. Even with this investment, a dramatic change in how we use school buildings will be necessary as well. If the traditional ways of structuring and housing public education are not changed, the additional cost of accommodating our growing student population will be well over one billion dollars by 1990! Changes in construction methods, scheduling, transportation, use of instructional media, and shared use of facilities will be necessary in some combination in most school districts.

More efficient use of classroom space and expansion of teaching facilities, however, will not meet the growth pressures which education will encounter in the next decade unless innovative learning techniques are also introduced. It is becoming increasingly clear that computer-assisted instruction, expanded use of courses by telecommunications (including courses at home), programmed course work, communications networking, information storage and retrieval equipment, and other modern and emerging educational technologies can increase the productivity and effectiveness of education.

RECOMMENDATIONS

A. Productivity in Public Schools

Modern and emerging educational technologies can increase the productivity and effectiveness of education.

1. The State's limited resources mean that part of the funding for Utah's educational needs must come from improved productivity. The Legislature has defined productivity to mean teaching an increased number of students for the same or less number of dollars while maintaining or raising the quality of education. Productivity should relate to use of school buildings, reduction of instructional costs per student or a combination of both. Programs to increase productivity, including such measures as incentive pay, should be established by local Boards of Education under guidelines developed by the State Board of Education. Funds should be allocated by the State Board of Education.
2. To fund experimental productivity programs, the Legislature should provide for $100 to be added to each Weighted Pupil Unit generated by students directly involved in such approved productivity studies. Studies must conform to the legislative definition of productivity and be approved by the State Board of Education. The total of such approved projects may not exceed $8 million for 1984–85.

B. Productivity Measures at Colleges and Universities

Enrollment demands and tight budgets make additional productivity measures necessary.

The colleges and universities have achieved significant productivity gains in recent years and are already using merit evaluations as the primary basis for career ranking and salary adjustments of faculty and staff. Nevertheless, enrollment demands and tight budgets make additional productivity measures necessary. Accordingly, the State Board of Regents should present specific proposals to the Governor and the Legislature to increase productivity while maintaining or raising the quality of education. These proposals should address such alternative strategies as increased use of educational technology, development of innovative educational delivery systems, more intensive scheduling of instructional facilities, and

curriculum review leading to the possible termination of some high-cost, low-yield programs. Similarly, increases in faculty teaching loads should be proposed where educationally wise and consistent with the research mission of higher education.

C. Shared Use of Facilities

We recommend a substantial increase in the shared use of facilities between public schools and state colleges and universities. Taxpayers need not build additional facilities where programs can be efficiently accommodated in existing public-owned facilities. Too often, in the past, capital facility budgets have had a higher priority than operating budgets. As a result, salary, instructional equipment, and library components have been neglected persistently. Continued efforts should be made to promote shared use of instructional equipment, library resources, and data processing capabilities on the basis of reimbursement for costs.

A substantial increase in the shared use of facilities between public schools and state colleges and universities.

D. Critical School Building Funds

The Legislature should make the adoption of a productivity program approved by the State Board of Education a condition of receiving Critical School Building Funds. Such a program would require maximum use of existing facilities by such means as year-round schools, double sessions and portable classrooms.

E. Educational Technology

The Legislature should provide adequate funds, on a continuing basis, for the development of modern educational technology, equipment, and facilities. Capital budget definitions should be altered to include the acquisition of technology and equipment which increases the productivity of capital facilities. In addition, the Legislature should provide incentives, such as are available through the Utah Educational Excellence Foundation, for the development of cooperative and partnership relationships between educational agencies and the private business and industrial sectors to promote effective use of educational technology.

VI. Utah Investment in Education

Utah has already made a substantial investment in education. Nevertheless, because of our desire for quality education for all and because of the growth of our student population, the state's funding of education at all levels must be increased. We have summarized the costs of our recommendations below, recognizing that we propose to fund some of these needs by shifting existing budget dollars as we become more productive.

EDUCATION COST INCREASES–STATE FUNDED

	1984-85	
I. Reform Recommendations		
A. Public Education		
1. Career Ladder	41.4 M*	
2. Scholarships	.3 M	
3. Vocational Education–Custom Fit Training	.7 M	
4. Productivity Programs	8.0 M	
B. Higher Education		
1. Competitive Salary Adjustments	17.0 M	
2. Additional Student Enrollment and Program Improvements	4.0 M	71.4 M
II. Adjustments to Maintain Current Programs		
A. Public Education–School Finance Program	55.7 M	
B. Public Education–Agencies	3.5 M	
C. Higher Education	20.0 M	
		79.2 M
		150.6 M

*Additional $14.0 million needed for 1985–86 to complete phase-in of leader teachers to 10% of teaching force.

VII. Suggested State Revenue Measures

In order to raise the $150 million needed to fund the Committee's recommendations for 1984–85 for public and higher education, the Legislature will have to make difficult choices. Following are estimated yields from alternate sources of revenue for the funds necessary to cover growth and recommended reforms in educational programs.

From Normal Growth in Tax Revenues
Estimated Yield in 1984–85

- **Individual Income Tax–portion of normal growth in Uniform School Fund to cover increase in student population, K-12: $28.0 M**
- **Sales Tax–portion of growth in General Fund for Higher Education: $11.4 M**

From Alternate New Revenue Sources
Estimated Annual Yield

- **Individual Income Tax–modest rate and/or bracket changes could yield $32.0 M**
- **Corporate Income Tax–1% increase would yield $8.0 M**
- **Severance Tax–1% increase on oil & gas would yield $8.0 M**
- **Property Tax–1 mil increase would yield $7.4 M**
- **Sales Tax–½ cent would yield $51.5 M**
- **Sales Tax on non-medical professional services–$28.0 M**
- **Soft Drink Tax–5% at retail would yield $10.0 M**

Summary: To fund the recommended $150 million program would require approximately $111 million in new taxes, plus the estimated increase of $39 million in normal revenue growth during 1984–85 in income and sales taxes.

VIII. Call to Action

The funding and management of education at all levels is a major task for all of the state of Utah. Fortunately, Utah's rich heritage in education has well prepared it for the 80's.

Many changes can be made in education which do not require legislative action or funding. The Steering Committee has heard reports from many groups outlining key steps that can be taken through existing programs and plans to enhance the quality of education to better utilize educational facilities and to improve the overall program. It is clear, however, that a coordinated program designed to achieve our mutually accepted goals will require action from all in the state of Utah. For this reason, the committee has elected to summarize key action items for the principal policy makers in the educational system in the state of Utah. It is important to note that parents and students must play a significant role if the educational process is to work. The concept of quality education must be supported by all in Utah.

A coordinated program designed to achieve our mutually accepted goals will require action from all in the state of Utah.

SPECIFIC RECOMMENDATIONS TO THE LEGISLATURE

I.A.1 **Career Development and Compensation:** Mandate and fund a four level career ladder with varied responsibilities, pay by performance and

education and limit numbers eligible for step increases in a given year. (pp. 11–15)

I,A,5 **Career Teaching Scholarships:** Increase the number of authorized scholarships by 200 to 565 and fully fund that number. (pp. 17–18)

I,C,2,e **Emergency Jobs Training Program:** Increase funding from $300,000 to $1,000,000 a year and retitle Custom-Fit Training. (pp. 20–21)

II,A **Competitive Salaries:** Fund a significant adjustment in salaries of faculty and support staff at Utah's colleges and universities. (p. 25)

II,C **Student Loan Program:** Confirm the authority of the State Board of Regents to manage the student loan program effectively through servicing contracts. (p. 26)

III,A **Productivity in the Public Schools:** Fund experimental productivity programs, funding not to exceed $8 M a year. (p. 28)

III,D **Critical School Building Funds:** Require the adoption of a productivity program approved by the State Board of Education as a condition of receiving Critical School Building Funds. (p. 29)

III,E **Educational Technology:** Provide adequate funds for the development of modern educational technology, equipment, and facilities. Include in the capital budget equipment which increases productivity. Provide incentives for public-private partnerships to promote use of educational technology. (p. 29)

SPECIFIC RECOMMENDATIONS TO THE STATE BOARD OF EDUCATION

I,A,1 **Career Development and Compensation:** Develop a model and guidelines for implementing a four step teachers' career ladder. (pp. 11–15)

I,A,4 **Teacher Education:** Participate in cooperative effort with Higher Education to reform education of teachers and administrators. (p. 17)

I,A,5 **Career Teaching Scholarships:** Reform the recruitment, award, administration, and accountability of these scholarships. (pp. 17–18)

I,B,1 **Administrative Training:** Design flexible two-three year program of professional development for school administrators. (p. 19)

I,C,1 **Basic Academic Subjects:** Adopt a curriculum philosophy which places greater stress on the academic basics. (p. 19)

I,C,2 **Vocational-technical Education:** a) Adopt a model high school curriculum offering high technology, advanced vocational, and job-entry options. b) Support vocational programs that prepare students for specific, available jobs. c) Develop different standards and funding mechanisms to ensure effective prevocational, industrial arts, and career education. (pp. 20–21)

I,C,2,d **Master Plan for Vocational Education:** Continue development of the Master Plan as a mechanism for efficiently interrelating all publicly-supported vocational programs. (p. 20)

I,C,4 **Better Use of Instructional Time:** Develop model school and classroom practices which relieve teachers of housekeeping tasks that intrude on teaching time. (p. 21)

I,D,1 **Demonstrated Achievement:** Develop statewide standards for advancement from grade to grade. Develop a uniform system of annual statewide competency tests for use in determining advancement. (p. 22)

III,A **Productivity in the Public Schools:** Develop standards for productivity programs in the schools to obtain a significant proportion of the funds for

increased compensation for teachers and administrators. (p. 28)

III,C **Shared Use of Facilities:** Substantially increase shared use of facilities between public schools and higher education, including instructional equipment, library resources, and data processing facilities. (p. 29)

SPECIFIC RECOMMENDATIONS TO THE STATE BOARD OF REGENTS

I,A,4 **Teacher Education:** Participate in cooperative effort with Public Education to reform education of teachers and administrators. (p. 17)

I,A,5 **Career Teaching Scholarships:** Participate with Public Education in reforming the recruitment, award, accountability, and administration of Career Teaching Scholarships. (pp. 17–18)

I,C,2,d **Master Plan for Vocational Education:** Continue development of the Master Plan as a mechanism for efficiently interrelating all publicly-supported vocational programs. (p. 20)

II,B **Tuition:** Develop a tuition policy setting resident tuition and fees at about one-fourth to one-third of full instructional costs and non-resident tuition and fees at the major part of full instructional costs. (p. 26)

II,D **Exclusion of Unprepared or Unfunded Students:** Limit enrollment to academically prepared students and to numbers for whom a quality education can be provided with available funds. (p. 26)

III,B **Productivity Measures at Colleges and Universities:** Present specific proposals to Governor and Legislature to increase productivity while maintaining or raising the quality of education. (pp. 28–29)

III,C **Shared Use of Facilities:** Substantially increase shared use of facilities between public schools and higher education, including instructional equipment, library resources, and data processing facilities. (p. 29)

SPECIFIC RECOMMENDATIONS TO SCHOOL DISTRICTS

I,A,1 **Teacher Career Development and Compensation:** Provide a four-step teachers' career ladder under guidelines developed by the State Board of Education. (pp. 11–15)

I,A,2 **Extension of Contract Year:** a) Extend all teacher contracts to a minimum of 192 days, with a minimum of 180 days of instruction. Additional days to be used for non-teaching tasks ordinarily performed during the school year. b) Choose some teachers for full year contracts to meet particular local needs. (p. 15)

I,B,1 **Administrative Training:** Implement career ladders and pay plans for administrators requiring formal evaluation of performance. (p. 19)

I,C,1 **Basic Academic Subjects:** Implement curriculum reforms allocating more time to basic academic subjects. (p. 19)

I,C,2 **Vocational-technical Education:** Ensure the place of vocational programs that prepare students for specific, available jobs in the curriculum. Clarify the objectives of prevocational, industrial arts, and career education courses and develop appropriate ways to evaluate them. (pp. 20–21)

I,C,3 **Extracurricular Activities:** Adopt policies which clearly establish that extracurricular activities are secondary to the main purpose of the schools. (p. 21)

I,C,4 **Better Use of Instructional Time:** Develop school and classroom practices which relieve teachers of housekeeping tasks which intrude on teaching time. (p. 21)

I,D,1 **Demonstrated Achievement:** Require demonstrated satisfactory achievement of state standards for advancement from grade to grade. Employ a uniform system of annual statewide competency tests for use in determining advancement. (p. 22)

I,D,2 **Remedial Work:** Require remedial work without charge for students who fail to demonstrate satisfactory achievement. (p. 22)

I,D,3 **Discipline:** Develop policies and alternative educational programs so that severely and repeatedly disruptive students can be removed from the classroom until they no longer interfere with the education of others. (p. 22)

III,A **Productivity in the Public Schools:** Establish productivity programs to obtain a significant proportion of the funds for increased compensation for teachers and administrators. (p. 28)

IX. Final Comments

We view with satisfaction the high level of trust and cooperation which currently exists between the State Board of Regents and the State Board of Education. There are many tests ahead, however, in which those who lead and serve in the public school system and higher education must continue to rise above narrow partisanship if we are to do what is best for the needs of all. Statesmanship will, therefore, be required not only of legislators and governors, but of administrators and educators as well.

There is presently a window of opportunity for educational reform and improvement which is partially open, but it could close both quickly and irrevocably. We believe Utahns care deeply about the availability and quality of education, realizing that it holds the key to the future. We also are convinced that Utahns are prepared to weigh the opportunities at hand and to take decisive action, even though sacrifice and statesmanship will be required. The Utah tradition testifies that the job can be done. Let us unite in support of Utah's rich tradition of commitment to education.

Statesmanship will, therefore, be required not only of legislators and governors, but of administrators and educators as well.

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Notes

1. **The Condition of Education, 1983,** National Center for Education Statistics, p. 30.
2. **How Utah Ranks, 1982–1983,** UEA Research Bulletin, Vol. XXVIII, No. 4, August 1983, pp. 27-28. **The Condition of Education, 1983,** NCES, pp. 46–48.
3. Supplied by the Division of Education Support Services, Utah State Office of Education.
4. **Status of Teaching Personnel in Utah, 1982–83,** Utah State Office of Education, p. 108.
5. Public Opinion Survey conducted for the Committee by Dan Jones & Associates, August, 1983, p. 68. Untitled, Division of Education Support Services, Utah State Office of Education, May, 1982.
6. **Utah Statistical Abstract, 1983,** Bureau of Economic and Business Research, College of Business, University of Utah, 1983, p. III-19.